

COASTAL CONSERVANCY

Staff Recommendation
December 1, 2016

COYOTE POINT EASTERN PROMENADE REJUVENATION PROJECT

Project No. 16-032-01
Project Manager: Kelly Malinowski

RECOMMENDED ACTION: Authorization to disburse up to \$350,000 to the County of San Mateo to rehabilitate, enhance, and improve climate resiliency of public access facilities along the eastern section of the Promenade Trail and adjacent shoreline within the Coyote Point Recreation Area, including trail and beach improvements.

LOCATION: Coyote Point Recreation Area, City of San Mateo, San Mateo County

PROGRAM CATEGORY: San Francisco Bay Area Conservancy

EXHIBITS

- Exhibit 1: [Project Location](#)
 - Exhibit 2: [Project Design and Photos](#)
 - Exhibit 3: [Project Letters](#)
 - Exhibit 4: [CEQA MND & Addendum](#)
 - Exhibit 5: [CEQA MMRP](#)
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RESOLUTION AND FINDINGS:

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31160-31165 of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed three-hundred-and-fifty thousand dollars (\$350,000) to the County of San Mateo (“County”) to reconstruct existing, and construct new, public access facilities along the San Francisco Bay shoreline within the Coyote Point Recreation Area, including trails, restrooms, parking and sandy beach, subject to the following conditions:

1. Prior to disbursement of any funds, the County shall submit for review and approval of the Executive Officer of the Conservancy (“Executive Officer”) a work program, including a budget and schedule; the names of any contractors to be hired; and a sign plan to acknowledge the Conservancy’s funding for this project.

2. Prior to initiating construction of the project, the County shall provide written evidence to the Executive Officer that it has obtained all permits and approvals necessary to implement and complete the project under applicable local, state, and federal laws and regulations.
3. The County shall comply with the Mitigation, Monitoring and Reporting Program attached to the accompanying staff recommendation as Exhibit 5.
4. The County shall erect and maintain one or more signs on or near the project area acknowledging Conservancy funding, in accordance with the approved sign plan.”

Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed authorization is consistent with Chapter 4.5 (Sections 31160-31165) of Division 21 of the Public Resources Code, regarding public access improvements to and around the San Francisco Bay.
2. The proposed project is consistent with the current Conservancy Project Selection Criteria and Guidelines.
3. The Conservancy has independently reviewed and considered the *Coyote Point Recreation Area Shoreline and Promenade Improvement Project Initial Study/Mitigated Negative Declaration* (“MND”), adopted by the County of San Mateo on August 27 2009, and the Addendum to the MND adopted by the County of San Mateo on August 16, 2016, pursuant to the California Environmental Quality Act, attached to the accompanying staff recommendation as Exhibit 4 and finds that the proposed project as mitigated avoids, reduces or mitigates the possible significant environmental effects, and that there is no substantial evidence that the proposed project will have a significant effect on the environment.”

PROJECT SUMMARY:

Staff recommends that the Conservancy grant funds to the County of San Mateo (“County”) to implement the 5.5-acre Coyote Point Eastern Promenade Rejuvenation Project (the “proposed project”), which will rehabilitate and enhance public access facilities along the San Francisco Bay shoreline within the Coyote Point Recreation Area in a manner that takes into account existing coastal erosion problems and projected sea level rise. The proposed project includes construction of trails, restrooms, and parking areas as well as reconstruction and replenishment of sandy beach. The project will be undertaken by the County’s Parks Department.

The Coyote Point Recreation Area is a 687-acre park owned and operated by the County and located on the San Francisco Bay. The Coyote Point Promenade Trail (“Promenade Trail” or “Trail”) is the waterfront walkway along the northern end of Coyote Point Recreation Area. The Promenade Trail has been used since the late 1920s. The Promenade Trail connects to the San Francisco Bay Trail as well as local trails in the park. The sandy beach adjacent to the Promenade Trail was developed with imported sand. Continued erosion has removed most of the

sand, leaving a narrow band of pea gravel along the shoreline, and has also undercut the Promenade Trail.

While recently the western section of the Promenade Trail and the shoreline along that section of the Trail was upgraded with improvements, the eastern section of the Promenade Trail and the adjacent beach area remain dilapidated and in need of repair. In addition to needing repairs, the eastern section of the Promenade Trail and adjacent beach area are in need of reconfiguration and upgrades to adapt to anticipated sea level rise.

Despite the dilapidated condition of the eastern section of the Promenade Trail, use of the Promenade Trail and surrounding area remains strong. Members of the surrounding community frequently access the shoreline and bay for recreation such as open water swimming, kayaking, beach play, and other activities along the Promenade Trail. Paddlesports continue to be very popular at the shoreline adjacent to the western section Promenade Trail, although predicted changes in wind patterns may cause this use to shift to the beach adjacent to the eastern section of the Promenade Trail.

The proposed project will improve public access and recreation facilities along the Promenade Trail in a manner that will withstand future sea level rise and erosion events, create a fully usable sandy beach for continued recreation, allow universal access to the beach from the eastern section of the Promenade Trail, link the Promenade Trail with the Bluff Trail, and expand parking to allow for larger groups and crowds on popular sunny days.

Specifically, the proposed project includes the following project elements along the approximately 1,000 ft. long shoreline along the eastern section of the Promenade Trail:

- Reconstruction of the shoreline and placement of sand to establish a crenulate-shaped shoreline and a flat, perched sandy beach, approximately 1,000ft. long and 50 to 125 ft. wide;
- Reconfiguration and reconstruction of a paved, 1,000 ft.-long, 15 ft.-wide eastern section of the Promenade Trail with a 1ft.-tall linear seating wall that connects to the adjacent 850 ft.-long western section of the Promenade Trail to the west and Bluff Trail to the east;
- Reconfiguration and reconstruction of lower and middle parking areas with ADA and ADA van-accessible parking spaces by the restroom and beach access ramps and creation of a new upper parking area to replace lost parking due to reconfiguration of the new bay, beach and parking areas for a total of 191 parking spaces representing an increase of 15 over existing conditions; and
- Installation of a new prefabricated restroom facility of masonry materials with men's and women's rooms with changing benches, an outside shower tower and drinking fountain; and
- Installation of a linear seatwall and benches along the Promenade Trail, as well as access ramps; beach mats and other transition areas from Trail to the beach; bike racks; trash receptacles and LED lights on 25 ft. tall poles.

The County's Parks Department is uniquely qualified to undertake this project. The Parks Department operates 20 separate parks, encompassing over 17,000 acres, as well as 190 miles of

county and local trails, including three regional trails. In 2008, the Parks Department began preparing the conceptual shoreline enhancement plan for the north shore of the Coyote Point Recreation Area. The plan divides the eastern and western shoreline areas for planning purposes. In 2014, improvements to the western portion of the Trail and shoreline were completed, and included a reconstructed western section of the Promenade Trail, three watercraft launch ramps, and a rock revetment on the shoreline. The proposed project is to complete the portion of the enhancement plan addressing the eastern section of the Trail and adjacent shoreline.

Site Description: Coyote Point Recreation Area is owned and operated by San Mateo County. The 687-acre park is comprised of 149 land acres and 538 water acres. Coyote Point is located on the San Francisco Bay, approximately 3.5 miles southeast of the San Francisco Airport. The park abuts the southeast corner of the City of Burlingame and is adjacent to the northwest side of the City of San Mateo.

Coyote Point offers a wide variety of active and passive recreational opportunities including several play areas, RV camping, drop-in and group picnicking, walking trails, paved Bay trail, a rifle range, the CuriOdyssey museum, and a 587-slip marina.

Project History: The northern end of Coyote Point Park Recreation Area has been used as a beach, promenade trail, and watersport launch since the late 1920s. Over the years, many repairs and updates were made without adequate planning, design, and consideration of the strong local winds and tides. Beach sand was continually swept away in storms ending up at the Coyote Point Marina to the south. The Promenade Trail was undermined from tidal action and inadequate armoring, resulting in it cracking and breaking into pieces onto the beach. The 1980s-era ADA improvements connecting the trail to the beach were slippery from accumulated algae. Adequate funding for planning and design for improvements was also not available until recently.

In 2009, the County Parks Department developed a conceptual plan for repairs and improvements for the entire Promenade Trail. CEQA and permits were also secured for the entire project, but funding was only available for construction of the western improvements. The western Promenade Trail improvements, including a new Promenade Trail, three launch ramps, and rock revetment were completed in 2014, with assistance from the San Francisco Boardsailing association. Today, the use of the eastern Promenade Trail remains strong, despite its dilapidated condition, but this project is needed to implement planned repairs and improvements.

PROJECT FINANCING

State Coastal Conservancy	\$350,000
California Natural Resources Agency	\$450,000
California State Parks	\$200,000
California Department of Boating and Waterways	\$840,000
San Mateo Community Park Foundation	\$75,000
San Mateo County (TBD)	\$3,140,808
Project Total	\$5,055,808

The anticipated source of Conservancy funds is the FY 15/16 “Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006” (Proposition 84, Public Resources Code section 75001 *et seq.*). These funds are allocated to the Conservancy for protection of beaches, bays and coastal waters, including projects that promote access to and enjoyment of coastal resources (Public Resources Code Section 75060).

Proposition 84 funds are available for San Francisco Bay Area Conservancy Program projects under Public Resources Code, Division 21, Chapter 4.5 that promote access to and enjoyment of coastal resources (Public Resources Code section 75060(c)). The proposed project is an appropriate use of Proposition 84 funds because it will promote access to and enjoyment of the coastal resources of San Francisco Bay by improving and protecting public access and recreation along the bay shoreline within the Coyote Point Recreation Area. The proposed project is consistent with Chapter 4.5 as described in the Consistency with Conservancy’s Enabling Legislation section of this report.

The County of San Mateo is committed to providing substantial cash matching funds. Currently, the County of San Mateo’s Parks Department has grant proposals in or planned for roughly one-third of the project cost, and the County of San Mateo is committed to providing remaining needed funds for the project in Spring 2017. Currently, San Mateo County’s Parks Department has a proposal in to the California Natural Resources Agency for \$450,000 to cover urban forestry project activities (decision in March 2017), and has submitted a proposal to California State Parks for \$200,000 for trails and public access activities (decision in June 2017). In addition, the County of San Mateo’s Parks Department plans to submit a proposal to the California Department of Boating and Waterways Beach Sand Nourishment Program for up to \$840,000 for sand nourishment activities (decision in Spring 2017), and the San Mateo Community Park Foundation has pledged \$75,000. The County of San Mateo’s Parks Department plans to pursue additional cash match funds, and the County of San Mateo plans to commit the balance of funding to the project for construction and construction management.

While an award of Conservancy funds will help the County of San Mateo’s Parks Department to leverage all above mentioned cash match funds, an award of Conservancy funds will specifically help in leveraging the \$450,000 in requested funds from California Natural Resources.

CONSISTENCY WITH CONSERVANCY’S ENABLING LEGISLATION:

The proposed project is consistent with Chapter 4.5 of Division 21, Sections 31160-31165 of the Public Resources Code regarding San Francisco Bay Area projects. The project is located in the County of San Mateo, one of the nine San Francisco Bay counties as required by Section 31162.

Under §31162(a), the Conservancy may award grants that will “improve public access to, within, and around the bay, coast, ridge tops, and urban open spaces, consistent with the rights of private property owners, and without having a significant adverse impact on agricultural operations and environmentally sensitive areas and wildlife, including wetlands and other wildlife habitats through completion and operation of... local trails connecting to population centers and public facilities, which are part of a regional trail system and are consistent with locally and regionally adopted master plans and general plans, and through the provision and preservation of related facilities, such as interpretive centers, picnic areas, staging areas, and campgrounds.”

The proposed project will improve public access to the bay through reconfiguration and improvement of the currently dilapidated, paved eastern section of the Promenade Trail, which connects to the adjacent, and already improved, western section of the Promenade Trail and San Francisco Bay trails, to the west, and the Bluff Trail to the east, both improving public access as well as maintaining the connection of this local promenade to local and regional trail systems. The proposed project includes provision of public access related facilities including ADA-accessibility, reconfigured and reconstructed parking facilities, a restroom facility that includes a shower tower and drinking fountain, a linear seatwall and benches, access ramps and beach maps, bike racks, track receptacles, and LED lights on 25 ft.-tall poles. The proposed project consists of reconfiguration of additional features, as well as new features, that will improve public access at the site and also maintain public access in the face of sea level rise impacts, for up to 2 ft. of sea level rise.

Under §31162(d), the Conservancy may “promote, assist, and enhance projects that provide open space and natural areas that are accessible to urban populations for recreational and educational purposes.” The proposed project will provide the urban public in surrounding communities with an enhanced natural area and open space for recreation by improving and enhancing the currently dilapidated natural beach area and promenade, frequently used for recreational purposes, and by providing additional public access amenities.

The proposed project also satisfies each of the five criteria for determining project priority under §31163(c) in the following respects: (1) the project is consistent with the County of San Mateo Environmental Services Agency and Parks and Recreation Department’s Decision-Making Guidelines for Vegetation Management document (June 30, 2006), the County of San Mateo Parks Department’s Coyote Point Recreation Area Final Master Plan (February 26, 2008), the County of San Mateo General Plan’s Park and Recreation Resources Policies (2010), and the San Francisco Bay Trail Plan (1989); (2) the Coyote Point Promenade is a regionally-important shoreline with public access. There are few other beaches on the San Francisco Bay shoreline that support beach play, open water swimming, and boardsports, and the project serves a regional constituency as it serves as a popular recreational area along the bayshore that serves residents and visitors of San Mateo County; (3) the project will be implemented starting in January 2018 after other matching funds are secured, which the Conservancy funds will help to leverage; (4) the project provides opportunity for public access and habitat improvement benefits that could be lost if the project is not quickly implemented; and (5) the proposed grantee, the County of San Mateo’s Parks Department is committed to providing substantial cash matching funds.

CONSISTENCY WITH CONSERVANCY’S ACCESS PROGRAM STANDARDS:

Standard No. 1, Protect Public and Coastal Resources: The proposed project will create a fully useable sandy beach, improve the beach and promenade areas by providing enhanced access to the beach, will remove a significant portion of existing eucalyptus forest and allow for the planting of native trees, and will expand the parking area.

Standard No. 2, Correct Hazards: The proposed project will not create any new sources of erosion or fire, and will actually mitigate impacts from current erosion and future sea level rise for both the beach and promenade.

Standard No. 3, Access Easements: Construction and Location: The crenulate-shaped shoreline and flat perched sandy beach will be approximately 1,000ft. long and 50ft. to 125ft.

wide, and the reconfigured Promenade Trail will be 1,000ft. long and 15ft. wide with a 1ft.-tall linear seating wall that connects to the adjacent 850ft.-long western section of the Promenade Trail to the west and Bluff Trail to the east.

Standard No. 4, Privacy: The project site is located within the Coyote Point Recreation Area, which is a public, San Mateo County park, and there are no private, adjoining residences adjacent to the proposed project area.

Standard No. 5, Environmentally Sensitive Areas: The proposed project avoids any sensitive habitat areas and enhances the sandy beach area.

Standard No. 6, Lateral Accessways: Construction and Location: The flat perched sandy beach will be approximately 1,000ft. long and 50ft. to 125ft. wide, and thus meet the lateral accessway requirement of inclusion of a minimum of 25ft. of dry sand at all times. Further, the lateral accessways do not extend further inland than any shoreline protective structures and do not come closer than 10 feet to an existing single-family home.

Standard No. 7, Vertical Accessways: Construction and Location: The reconfigured Promenade Trail will be flush with the parking lot, both at 13ft. elevation (from NAVD 88), and for the Promenade Trail, this is up 3ft. elevation from present-day. The linear seatwall will be at 14 ft. elevation (1ft. higher than the promenade), though there are frequent breaks in the seatwall that connect directly with the sandy beach which will be at 12ft. – 12.5ft. elevation. To make up for the 0.5ft. to 1ft. difference from the sandy beach up to the promenade, additional sand will be provided to ensure that these entry points throughout the seatwall are flush with the sandy beach. In addition, there are two ramps leading from the Promenade down to the beach. One of the ramps is 18 ft. wide and allows for an emergency vehicle, the second is 10ft. wide and is next to the restroom facilities. There will also be three beach mats, all 5ft. wide; two that will be 100ft. long, and one by the restroom that will be 33ft.-long, and provide additional vertical accessibility from the Promenade Trail out onto the sandy beach and towards the shoreline.

Standard No. 8, Trails: As noted above, the reconfigured Promenade Trail will be 1,000ft. long and 15ft. wide, and allow access to the sandy beach and adjacent parking lot, and thus meet the requirements of a minimum of 25ft. in width, as well as requirements for trails to provide continuous public access that link inland recreational facilities to the shoreline. The proposed project will connect the parking lot and other facilities such as restrooms, to the adjacent sandy beach. Further, the reconfigured Promenade Trail will not be closer than 10 feet to an existing residence, as there are no private residences adjacent to the project site within the Coyote Point Recreation Area. As mentioned above, the Promenade Trail is flush with the adjacent parking lot, and will be flush with the breaks in the seatwall that lead directly down to the beach, as well as the two beach ramps.

Standard No. 10, Coastal Bikeways: The reconfigured Promenade Trail will be a Class I Bikeway. The proposed project meets this standard because the reconfigured Promenade Trail will have a minimum surface width of 8ft. for a two-way path, and will be 15ft. wide. In addition, the eastern section of the Promenade Trail will be 1,000ft. long and connect to the adjacent 850ft.-long western section of the Promenade Trail and Bluff Trail to the east.

Standard No. 12, Support Facilities: The proposed project will include reconfiguration and reconstruction of the lower and middle parking areas, and will include the installation of a new, prefabricated restroom facility with changing benches, an outside shower tower, bike racks, trash

receptacles, LED lights on 25ft.-tall poles, and a drinking fountain. Other support facilities include park site furniture including a linear seatwall and benches along the promenade, as well as access ramps, beach mats, and other transition areas from the Promenade Trail to the beach.

Standard No. 13, Barrier-Free Access: The proposed project is a universal access project with an ADA-accessible Promenade Trail, ADA-accessible beach using ramps and beach mats, car and van ADA-accessible parking in the lower and middle parking areas and an ADA-accessible restroom facility.

**CONSISTENCY WITH CONSERVANCY'S 2013 STRATEGIC PLAN
GOAL(S) & OBJECTIVE(S), AS REVISED JUNE 25, 2015:**

Consistent with **Goal 12, Objective L**, this project is a universal access project with an ADA-accessible Promenade Trail, ADA accessible beach using ramps and beach mats, car and van ADA-accessible parking in the lower and middle parking areas and an ADA-accessible restroom facility, that expands opportunities for barrier-free access to natural areas around the San Francisco Bay.

Consistent with **Goal 12, Objective B**, this project will provide reconstructed and new public recreational facilities, including a reconstructed trail and sandy beach, 15 additional parking spaces through a reconfigured and reconstructed parking lot, a new prefabricated restroom facility, outside shower tower, and drinking fountains, as well as a linear seatwall and benches along the Promenade Trail.

**CONSISTENCY WITH CONSERVANCY'S
PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines, last updated on October 2, 2014, in the following respects:

Required Criteria

1. **Promotion of the Conservancy's statutory programs and purposes:** See the "Consistency with Conservancy's Enabling Legislation" section above.
2. **Consistency with purposes of the funding source:** See the "Project Financing" section above.
3. **Promotion and implementation of state plans and policies:** The proposed project will implement the following state plans:
 - a. *California @ 50 Million: The Environmental Goals and Policy Report* (Governor's Office of Planning and Research, 2013 Draft). The proposed project is consistent with the goal to "Build Climate Resilience into All Policies" by building resiliency and considering future climate conditions in the proposed project design. The proposed project is also consistent with Key Action #3 of the 'Preserve and Steward State Lands and Natural Resources' by building resilience in natural systems.
 - b. Governor's Executive Order S-13-08. The proposed project is consistent with the Governor's Executive Order by considering the sea level rise projection for beyond

- 2050 in the proposed project design, as well as by increasing resiliency to sea level rise for the proposed project.
- c. *CA Climate Adaptation Strategy/Safeguarding California: Reducing Climate Risk Plan* (CA Natural Resources Agency, July 2014). The proposed project is consistent with this plan by incorporating climate adaptation strategies in construction of needed improvements to the Coyote Point Recreation Area.
4. **Support of the public:** The San Mateo County Parks Department enjoys a wide range of support for the proposed project, and there is broad interest and support for the project within the County of San Mateo. The project is also supported by State Senator Jerry Hill, Assemblymember Kevin Mullin, the San Mateo County Parks Foundation, the adjacent CuriOdyssey Museum, and the adjacent Boardsports. See Exhibit #2 for letters of support.
 5. **Location:** The proposed project is located within the Coyote Point Recreation Area, which is located on the San Francisco Bay, approximately 3.5 miles southeast of the San Francisco Airport. The Coyote Point Recreation Area abuts the southeast corner of the City of Burlingame and is within the City of San Mateo.
 6. **Need:** Conservancy funding is needed for the proposed project. Timing of Conservancy support will help San Mateo County Parks Department to leverage additional needed funds. If the San Mateo County Parks Department does not obtain Conservancy matching funds, then it will likely not be able to complete the project, or will be significantly delayed.
 7. **Greater-than-local interest:** The Coyote Point Promenade is a regionally-important shoreline with public access, and there are few other beaches on the San Francisco Bay shoreline that support the types of recreational activities available at Coyote Point: beach play, open water swimming, and boardsports (such as windsurfing, kiteboarding, kayaking, and standup-paddling). In addition, the proposed project is an example of a managed retreat response to sea level rise, and serves as an example and a model for other sea level rise adaptation projects throughout the San Francisco Bay and statewide.
 8. **Sea level rise vulnerability:** The Eastern Promenade has been designed to accommodate a 4ft. rise in sea level. The proposed project raises the Promenade Trail by 3ft., from 10ft. to 13ft. (above NAVD88), includes a seawall that will be at an elevation of 14ft. (above NAVD88), and adds an additional volume of sand to raise the beach from the current 7ft. (above NAVD88) to 12ft. – 12.5ft. (above NAVD88). In addition, the current beach will be converted into a “perched” beach, which will be at an elevation of 12ft. -12.5ft. Towards the shoreline, the beach will slope back down to the current 7ft to a graded area of mostly compacted mud that is only exposed during low tide. In addition to the raised, perched, sandy beach, raised Promenade Trail, and seawall, the current restroom facilities and parking area will be moved back away from the Bay to enable the expansion of the sandy beach, and the managed retreat from rising tides. The project design therefore accounts for sea level rise and also acts as a flood protection measure for the parking areas.

Additional Criteria

9. **Urgency:** As mentioned above, Conservancy funds will help to leverage other philanthropic funds needed for the proposed project. In addition, if the project is not constructed according

to the timeline, with construction starting in January 2018, construction costs will continue to rise making the project even more costly. Delaying construction also limits the opportunities for people to enjoy the bay, and proposed enhanced public access and recreation amenities, and delays the proposed project's response to sea level rise impacts.

10. **Resolution of more than one issue:** The proposed project not only improves dilapidated public access and recreation facilities, but also adapts the Eastern Promenade, adjacent beach, restroom facility, parking area, and other related public access and recreation facilities to anticipated sea level rise.
11. **Leverage:** See the "Project Financing" section above.
12. **Innovation:** The proposed project includes managed retreat, and employs an innovative design for access from the Eastern Promenade down to the sandy beach area through ramps and beach mats, which also facilitate universal, ADA access.
13. **Realization of prior Conservancy goals:** The Eastern Promenade project joins the Western Promenade, which is connected to the San Francisco Bay Trail. The Conservancy previously awarded grant funds to the ABAG/San Francisco Bay Trail Project that supported the planning phase and construction phase of the 1.3-mile Coyote Point Bay Trail completed in 2010. Further, the Conservancy has a current project with the County of San Mateo to conduct a sea level rise vulnerability assessment for the County's coastline north of Half Moon Bay, and entire bayshore, which includes the Eastern Promenade. The proposed project is an example of an adaptation implementation project in response to sea level rise impacts and will help to move the countywide sea level rise project forward, as well as engage the community in current and future adaptation work.
14. **Vulnerability from climate change impacts other than sea level rise:** The proposed project's crenulate-shaped bay serves as adaptation to the strong wind and tides present along the San Francisco Bay shoreline, which may increase as a part of future climate impacts.
15. **Minimization of greenhouse gas emissions:** The parking area and promenade lighting proposed for the project will incorporate solar energy-generated LED lights.

CONSISTENCY WITH SAN FRANCISCO BAY PLAN:

The proposed project is consistent with the San Francisco Bay Plan's Climate Change Policy #2, since planning for this proposed shoreline area project takes into account the best estimates of future sea level rise and current and planned flood protection needed to provide protection for the proposed project. The proposed project accommodates a 4ft. rise in sea level.

The proposed project is also consistent with Climate Change Policy #3, as it takes into account the protection of public safety and ecosystem services in project planning, and thus adapts not only the sandy beach to continue to provide flood protection for the parking lot, but also adapts the Eastern Promenade itself, and other amenities such as the restroom facilities and parking areas.

The proposed project is also consistent with Recreation Policy #1, by improving the Eastern Promenade and adjacent sandy beach area for water-oriented recreational use such as beach play,

open water swimming, and board sports (such as windsurfing, kiteboarding, kayaking, and standup-paddling).

The proposed project is also consistent with Recreation Policy #3.g. Beaches, as the project preserves, enhances, and restores a sandy beach for recreational use, and also adapts this beach to future sea level rise so that it may be preserved for future generations.

COMPLIANCE WITH CEQA:

Pursuant to the California Environmental Quality Act (“CEQA”), on August 27, 2009, the San Mateo County Parks Department adopted the *Coyote Point State Recreation Area Shoreline and Promenade Improvement Project Initial Study/Mitigated Negative Declaration* (MND) for the Coyote Point Recreation Area Shoreline and Promenade Improvement Project, which includes the proposed project as well as the improvements to the western section of the Promenade Trail and adjacent shoreline. Since adoption of the MND, the County revised the project description for the eastern section of the Promenade Trail and adjacent shoreline, and prepared an addendum to the MND, which it adopted on August 16, 2016 (Addendum).

The MND identified potentially significant environmental impacts in the areas of vegetation, air quality, water quality and land use. Due to project changes as described in the Addendum, most of the mitigation measures are no longer needed for the proposed project because either the impact was eliminated with the new project design or the revised project design incorporated previous mitigation measures. The potential effects of the proposed project and the mitigation measures are set forth below, as well as an explanation of changes in mitigation measures due to the revised project description.

Vegetation. The proposed project no longer falls within the elevation range of eelgrass, therefore the former Mitigation Measure #1, concerning protection of eel grass, is no longer applicable.

Air quality. The proposed project could have potentially significant air quality impacts during construction due to fugitive dust from grading and from the soil stockpile that will be generated during the shoreline excavation work. To reduce these impacts to less than significant, Mitigation Measure 1 (formerly Mitigation Measure #2), requires compliance with standard mitigation measures specified by the Bay Area Air Quality Management District (BAAQMD). BAAQMD has updated its Best Management Practices (BMPs) list since the MND, so this Mitigation Measure has been updated in the Addendum to include the latest BMPs. These include:

1. Water all exposed surfaces (e.g., staging areas, soil piles, graded areas, and unpaved access roads) two times per day during construction and adequately wet demolition surfaces to limit visible dust emissions.
2. Cover all haul trucks transporting soil, sand, or other loose materials off the project site.
3. Use wet power vacuum street sweepers at least once per day to remove all visible mud or dirt track-out onto adjacent public roads (dry power sweeping is prohibited) during construction for the proposed project.
4. Vehicle speeds on unpaved roads/areas cannot exceed 15 miles per hour.

5. Complete all areas to be paved as soon as possible and lay building pads as soon as possible after grading unless seeding or soil binders are used.
6. Minimize idling time of diesel powered construction equipment to five minutes and post signs reminding workers of this idling restriction at access points and equipment staging areas during construction of proposed project.
7. Maintain and properly tune all construction equipment in accordance with manufacture's specifications and have a CARB-certified visible emissions evaluator check equipment prior to use at the site.
8. Post a publicly visible sign with the name and telephone number of the construction contractor and San Mateo County staff person to contact regarding dust complaints. This person shall respond and take corrective action within 48 hours. The publicly visible sign shall also include the contact phone number for the Bay Area Air Quality Management District to ensure compliance with applicable regulations.

Water Quality. The former Mitigation Measure #3, Stockpiled materials, required that the project enclose, cover, or have soil binders applied to stockpiled materials for the prevention of fugitive dust emissions and water erosion, and that control measures must be implemented in accordance with BAAQMD standard mitigation requirements. The current project description provides that stockpile erosion control measures will be implemented per the County of San Mateo Watershed Protection standards and included in project plans. Further, the control of fugitive dust is covered under current Mitigation Measure #1, related to air quality and fugitive dust, as amended. Thus the former Mitigation Measure #3, related to stockpiled materials, is no longer necessary.

Land use. The proposed project includes elimination of a small restroom facility and replacement with a new prefabricated restroom. In the MND, long-term loss of the restroom facility near the beach area would have diminished the restroom service capacity in the park and thus was considered a significant environmental effect. Mitigation Measure #4 required the County to construct the proposed new restroom within 2 years of removal of the current restroom facilities and that the new restroom provide a minimum of three toilet fixtures and one shower in each of the men's and women's restroom. Since a new restroom, with these specifications, is included in the new project description as indicated in the Addendum, this mitigation measure is no longer needed.

Parking. The proposed project will reduce the number of parking spaces near the Promenade Trail at the existing Old Beach Parking Lot from 176 to 71 parking spaces, while adding new parking spaces nearby to provide a total of 191 spaces near the eastern section of the Promenade Trail. If the new spaces were not constructed, the loss of 105 parking spaces at the Old Beach Parking Lot would be a significant impact. Mitigation Measure #5 reduced this potential impact on parking by requiring that the County construct the planned new parking, or at least 105 new spaces, within 2 years of removal of the existing parking. Since this new parking is included in the new project description as indicated in the Addendum, this mitigation measure is no longer needed.

BCDC Comment. In addition to the mitigation measures outlined above, the County adopted Mitigation Measure #6 in response to comments received from BCDC on the MND. BCDC expressed concern over potential future loss of the new sandy beach and the lack of planning to

address the potential future loss. To address this concern, Mitigation Measure #6 requires preparation and implementation of the Beach and Sediment Monitoring Plan, which includes monitoring and trigger points for determining when additional sand must be placed on the beach. The plan anticipates placement of 10,000 cubic yards of sand within 20 years following construction of the proposed project.

Biological Resources. As part of the project, the County will take steps to protect biological resources, including through performance of bat and bird surveys prior to start of construction.

Cultural Resources: As part of the project, the County will implement BMPs during construction to avoid potential impacts on unanticipated and previously unknown cultural resources, including training of personnel on how to recognize possible buried cultural resources, and procedures to take if cultural resources are encountered. If potential historical or archeological resources are discovered during construction, all work in the immediate area will be suspended, and alterations of the materials and their context will be avoided pending site investigation by a qualified archeological or cultural resources consultant.

Geological Resources. As part of the project, the County will follow recommendations from the Draft Geotechnical Engineering Investigation Report (BKF, August 2015), including recommendations for compliance with the 2013 California Building Code Seismic Design parameters.

Noise. As part of the proposed project, the County will require the construction contractor to implement measures to reduce the noise levels generated by construction equipment operating at the project site during project grading and construction phases.

Transportation. As part of the proposed project, the County's contractor will implement a comprehensive construction traffic management plan including designated haul routes, hours allowable for haul activities, designated parking areas for construction worker personal vehicles, and traffic safety control measures.

San Mateo County prepared a Mitigation, Monitoring, and Reporting Plan (MMRP) (Exhibit 5) in May 2016 to ensure implementation of the proposed project components and mitigation measure identified in the MND and Addendum.

Addendum

Under the CEQA Guidelines (14 Cal. Code Regs. Section 15162(a)), when an MND has been adopted for a project, no subsequent EIR or MND is required unless the Lead Agency determines:

1. Substantial changes are proposed in the project which will result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

2. Substantial changes occur in the circumstances under which the project is undertaken which result in the project causing new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
3. New information which was not known and could have not been known at the time the EIR was certified shows: a) the project will have significant effects not discussed in the previous EIR; b) previously identified significant effects will be substantially more severe; c) mitigation or alternatives previously found not feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project; or d) mitigation or alternatives which are considerably different from those analyzed in the EIR would substantially reduce significant effects on the environment.

If there are changes to the MND but none of the above conditions has occurred, the lead agency may prepare an addendum (14 Cal. Code Regs. Section 15164).

When it revised the Coyote Point Recreation Area Shoreline and Promenade Improvement Project to change the Eastern Promenade Trail component, the County determined that the revised project has similar or reduced environmental impacts from those described in the MND, that there are no new significant environmental circumstances, and that there is no new information affecting the potential environmental effects of the project. Accordingly, the County adopted the Addendum.

Conservancy staff have reviewed the Addendum, and agree with the County's determination that the MND adequately describes the potential impacts and mitigation required for the proposed project, and that no additional environmental documentation aside from the Addendum is necessary. Changes to the proposed project as described in the MND are outlined below, along with justification for Conservancy staff's determination that the project changes will not result in any new significant environmental effects or increased severity of effects identified in the MND.

Project Changes and Justification:

Type of Project Activity	2009	2016	Justification
Site Development	Along 1,800 feet of San Francisco Bay shoreline from the Coyote Point headland west to the Humane Society Facility.	Along 950 feet of the San Francisco Bay shoreline from the Coyote Point Headland west to just west of the Old Beach Parking Lot.	The total disturbance area of the proposed project has decreased.
Crenulate-Shaped Bay	Roughly 950 feet of shoreline would be	Roughly 950 feet of shoreline would be	No new impacts. No longer a need for

	realigned and moved up to 170 feet south (inland), grading to 0 feet NAVD, and beach floor would be excavated 3 feet then back filled with imported beach sand.	realigned, existing Mean High Water (MHW) line would be maintained and the beach slope projected up to an elevation of approximately 12 feet NAVD with a flat beach between 50 and 120 feet wide.	excavation within the intertidal zone.
Beach Area and Dunes	25,000 cubic yards of imported sand for beach and dune creation.	10,300 cubic yards of imported sand to create a perched, level beach.	No new impacts.
Promenade and Beach Access	Existing promenade trail to be removed and replaced with multiple points of access; 15 foot wide trail, at 11 feet NAVD.	Existing promenade trail to be removed and proposed promenade trail constructed to align with existing promenade to the northwest; 15 foot wide trail at 13 feet NAVD.	No new impacts.
Parking and Access Road	Old Beach Parking lot with 167 spaces would be partially removed to accommodate proposed crenulate-shaped bay, a smaller 11 space lot near the existing restroom would be lost, and a smaller 71 space replacement lot was proposed for a total of 165 parking spaces.	Old Beach Parking lot with 167 spaces would be partially removed to accommodate proposed crenulate-shaped bay, and the replacement lot would provide a total of 191 parking spaces. A new access road would be constructed to connect to new parking areas.	No new impacts. Loss of parking offset by total parking proposed by the new project.
Restrooms	Replace existing with a CTX prefabricated bathroom.	Replace existing with a prefabricated building of masonry materials.	No new impacts. The new restroom is located in approximately the same area as the existing restroom.
Tree Removal	Removal of landscaping trees in lawn area and existing parking lot	Removal of landscaping trees in lawn area and existing parking lot	No significant new impacts. Per the San Mateo County

	medians; exact numbers were not specified.	medians, and also on the hillside to the east of the existing lot. In total, a removal of 117 total trees, of which 112 are identified as Significant in San Mateo County Significant Tree Ordinance.	Significant Tree Ordinance, the County will replace all removed Significant Trees at a 1:1 ratio.
Pier Removal	Not addressed.	35 wooden piers along the shoreline are proposed to be removed.	No significant new impacts. The piers were evaluated for historical significance and found not to be historically significant. Pier removal would be done at low tide when the piers are exposed and construction would occur according to U.S. Army Corps of Engineers and BCDC permit requirements.
Grading	27,300 cubic yards of soil removed from eastern reach to create crenulate bay; 25,000 cubic yards of imported sand needed for creation for beach and sand dunes; elevations in existing beach excavated 3 feet and then backfilled with sand; excavation in the inland area would occur up to a depth of 10 feet at the west end of the beach area from the existing elevation of 15 feet NAVD to roughly 5 feet NAVD; removed soil would be reused to build	14,000 cubic yards of beach and hillside cut to create crenulate bay and new hillside parking lot; 7,600 cubic yards of cut material used as fill for site improvements, promenade, and beach grading, resulting in 6,400 new cubic yards to be exported off-site; 10,300 cubic yards imported sand for beach area; elevations in the beach area would be graded and filled with	No new impacts.

	up the grades under the new promenade.	3 feet of sand; soil removed would be used to build up grades under the new promenade from an elevation of 10 NAVD to 13 NAVD.	
Soil Import	Sand imported to site via an offshore barge.	Sand imported to site via truck haul.	No new impacts.

Upon Conservancy approve, staff will file a Notice of Determination.